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Making Multiple Use Decisions

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UNITED STATES
DEPARTMENT OF
THE INTERIOR

Bureau of Land Management
Washington, D.C. 20240

AMERICAN REVOLUTION BICENTENNIAL
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Introduction

The purpose of this booklet is to introduce you to the system used by the Bureau of Land Management to form multiple-use management plans. In skeleton form, we follow the steps used by one BLM District Manager in considering one imaginary tract of land. The same types of basic information, and the same methods, are used from the deserts of Arizona to the tundra of Alaska; the principles are the same.

Before a BLM District Manager can make a multiple-use decision, many things must take place. In this booklet, we talk mainly about the major steps taken, after a great deal of on-the-ground work has been done.

We also talk about only three resources (timber, watershed, and recreation) rather than the many that are actually considered, to better illustrate the process.

Almost every system has its own "system language," terms that have special meaning to those familiar with the system. For just an introduction to BLM's system it isn't necessary to learn the system language, but if you are interested in delving deeper, then you will want to become more familiar with the following:

Planning Unit: This is a portion of a Bureau of Land Management district used for assembling resource inventory data. For each planning unit the District Manager prepares a Unit Resource Analysis.

Unit Resources Analysis: This is a basic source of information on the land and its resources, consisting of:

Base Map
Physical Profile
Resource Inventory Summaries

Resource potential and capability of the land to fill the public's needs for these resource activities: lands, minerals, recreation, wildlife, watershed, forest products, and range management.

Ecological Profile: a description and an analysis of the existing state of the ecosystems in the planning unit.

Planning Area: one or more complete planning units for which a land use plan is to be prepared.

Social-Economic Profile: an information document for use in plan preparation. It describes the human populations

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in terms of social and economic factors. It also provides a checklist of other State and Federal agencies to be consulted. It analyzes and records data relating to a relatively large region or area sharing similar social-economic characteristics. A region may be a group of entire, adjoining counties, or it may approximate a District. It includes several Planning Areas.

Planning Area Analysis: This document analyzes requirements of the public now and in the future for lands, and renewable and non-renewable resources. It shows the significance of the lands within a planning area to users, operators, the community, and region. It is based on data in the Social-Economic Profile and other regional information.

Guidance Statements: BLM has issued national statements for guidance of District Managers. There are general statements covering the Bureau's missions, statements for each program activity, criteria for deciding land use conflicts and standards for items crossing several activities, such as environmental protection. These statements are based on the guidance received by the Bureau from Congress and from the Administration, and are periodically reviewed and updated.

State Supplements: statements issued by the State Director as guidance to District Managers. They interpret national policy in relation to conditions in the state and establish supplemental criteria for deciding land use conflicts.

Management Framework Plan: a planning decision document which establishes, for a given planning area, land use allocations, coordination guidelines for multiple use, and management objectives to be achieved for each class of land use or protection. It is the Bureau's Land Use Plan. It is prepared in three steps: Step One—Resource Recommendations; Step Two—Impact Analysis and Alternative Development; and Step Three—Decisionmaking.

Most of these documents are kept in loose-leaf form, and as working tools they are sharpened constantly. Your District Manager will be happy to show them to you, and will gladly explain any points that are not clear.

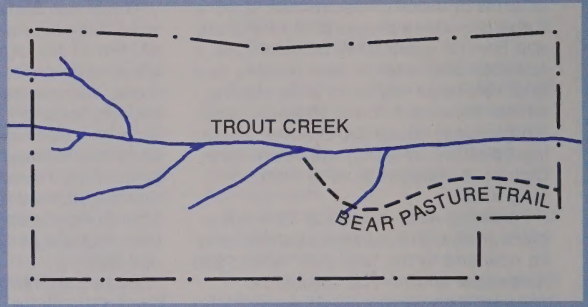
See Back Cover for relationships of areas

What have I got?

This is the Bear Pasture Planning Unit, some 100,000 acres of National Resource Land. The increasing demands on the area are beginning to cause management problems.

And this is Joe Smith, the District Manager. His job now is to make a multiple-use plan for the Bear Pasture unit. He starts by asking himself: "What have I got?"

THIS IS HOW THE PROCESS WORKS:



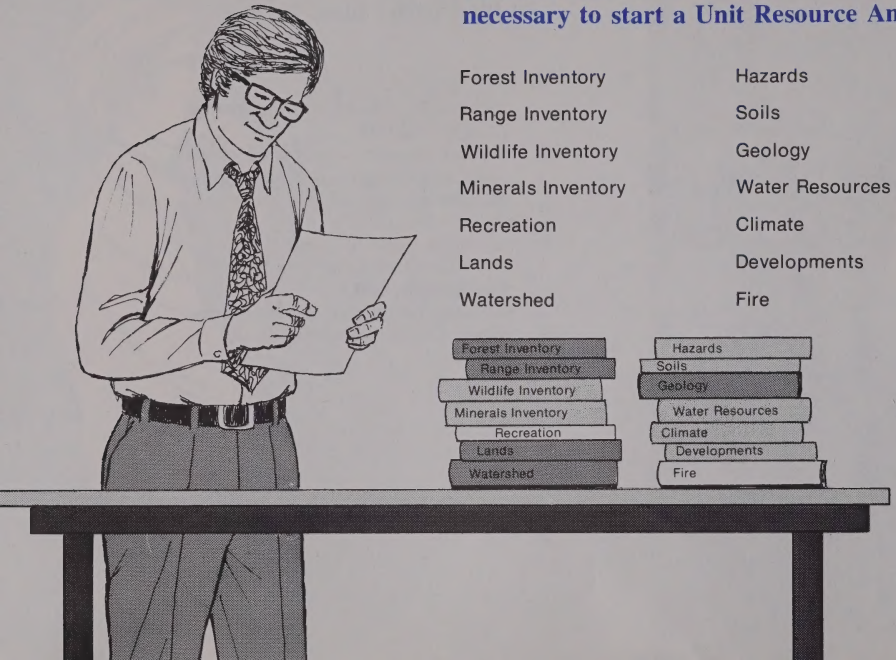
Joe begins by turning to his District files.

He will need:

- Basic inventories of the resources in the planning unit.
- Information on environmental values.
- Information on the economic needs of the Nation, State, region, and local communities.
- Information on the social factors, which could be significant in managing the area.
- Guidance on national, State, and local policy, and legal constraints.

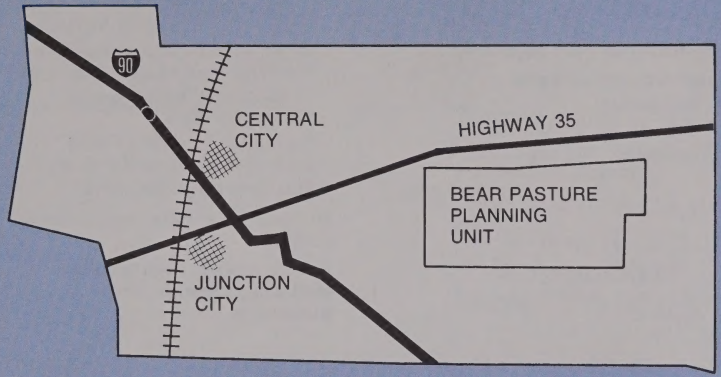
He finds that he has most of the inventory data necessary to start a Unit Resource Analysis

Forest Inventory	Hazards
Range Inventory	Soils
Wildlife Inventory	Geology
Minerals Inventory	Water Resources
Recreation	Climate
Lands	Developments
Watershed	Fire



He also finds that the Social-Economic Profile for the Central City region, which includes the Bear Pasture Planning Unit was prepared last year.

It identifies the economic needs for the entire region, as well as social needs, and a list of the local State and Federal agencies concerned about the management of the National Resource Lands administered by the Bureau of Land Management. It references useful studies prepared by a variety of local, State, and Federal agencies. It also lists groups and other members of the public who can be contacted for input into a Multiple-Use Plan.



How can the public be fully involved in the planning effort?

Joe prepares a public participation plan before doing anything else.

Participation plan objectives

List of public contacts

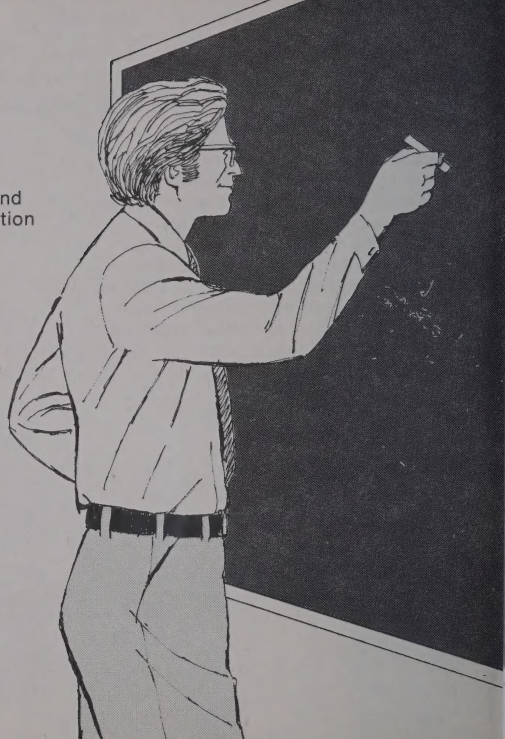
- Individuals
- Groups
- Agencies

Contact Schedule

- Before Unit Resource Analysis
- During Unit Resource Analysis and Planning Area Analysis Participation
- At 1st step of Management Framework Plan
- During Management Framework Plan Multiple-Use Analysis
- Feedback after decisions

Assignment of personnel to make contacts

Record of Public Participation contacts, meetings, and workshops



Joe lays out his work plan and time frame to complete a Multiple-Use Plan.

Schedule additional inventory to fill gaps in data

Schedule work on the Unit Resource Analysis

Schedule assistance from State Office

Schedule work on Planning Area Analysis

Schedule work on Management Framework Plan

THEN his staff starts work on the Unit Resource Analysis and the Planning Area Analysis

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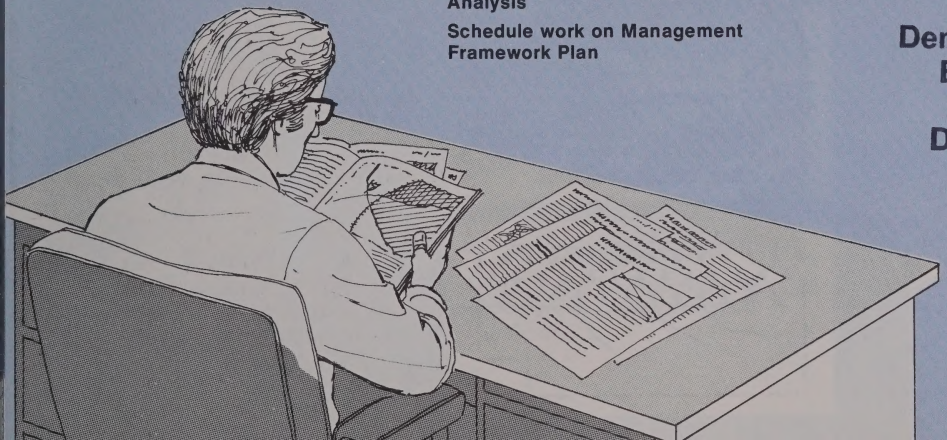
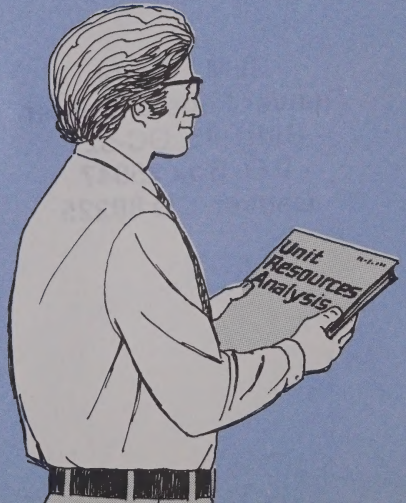
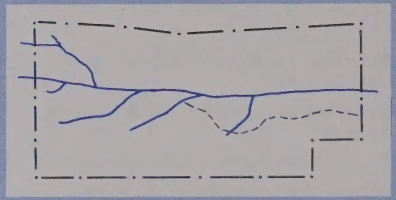


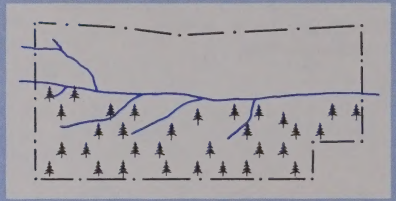
When the Planning Area Analysis and Unit Resource Analysis have been completed, Joe starts on the Management Framework Plan



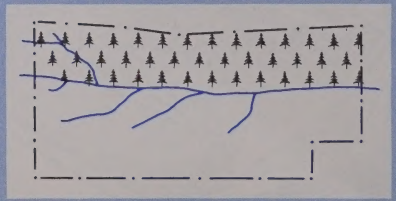


HERE IS WHAT NOW EXISTS . . .

. . . A trout stream with 20 miles of hiking trail.



. . . A steep slope, sparsely covered with pine growing on thin soil.



. . . A gentle slope, well covered with high quality pine growing on good soil.

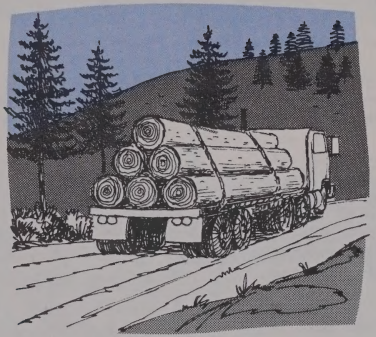
What is this producing?

Joe's next question is also answered in the Unit Resource Analysis . . .

THE STREAM

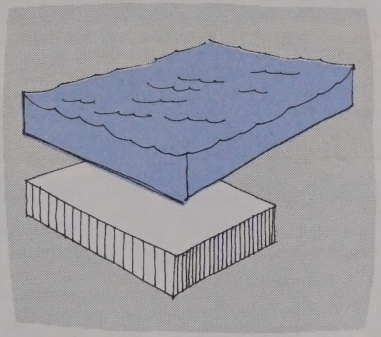
annually produces 500 man-days of fall trout fishing, and provides 1,000 man-days of summer hiking

THE TIMBER



provides about 1 million board feet annually in timber sales from north of Trout Creek

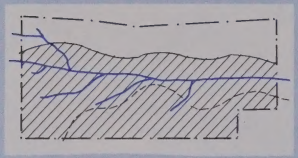
THE WATERSHED



Lands north of Trout Creek are slightly eroding and contribute some sediment to the stream. Lands south of the stream are severely eroding, and are a major cause of down-stream sediment pollution.

What programs are possible?

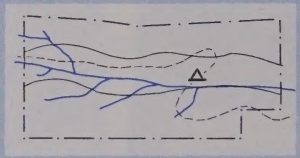
Having identified what the area is now producing, Joe's next step is to look at possible programs, examining each resource independently as if others did not exist.



RECREATION—PRIMITIVE

Fishing Stream and Trails could produce

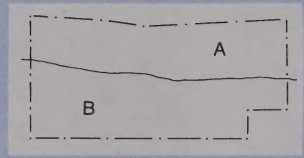
- 3,000 man-days of fishing
- 1,000 man-days of camping
- 4,000 man-days of hunting
- 2,000 man-days of hiking



RECREATION—DEVELOPMENT

Campground, fishing stream, improved trails and buffer zone could produce

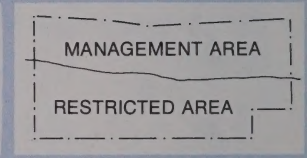
- 6,000 man-days of fishing
- 27,000 man-days of camping
- 5,000 man-days of hunting
- 4,000 man-days of hiking



TIMBER

Sustained yield cutting of timber could produce

- 1,000,000 Bd. Ft. in Area A
- 750,000 Bd. Ft. in Area B



WATERSHED

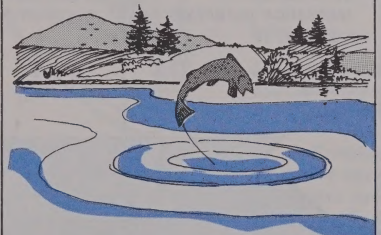
Some precautions would prevent erosion in North Area; restricted use needed in South Area to limit the soil and vegetative disturbance.

What do people in the community want?

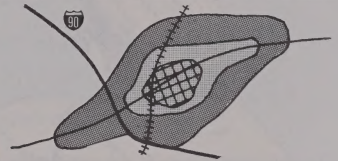
Joe has choices in what to manage for—so his next step is to look at what the community needs now, and what it will need in the future—say in 1990. He looks at his Planning Area Analysis. He also consults with a variety of public groups representing various related interests.

Area lumber mills now depend on National Resource Lands for 30% of supply—this will increase to 50% by 1990. But the community only depends on the lumber industry for 5% of its income, and this will decline as recreation increases.

The community depends on tourism for 20% of its economy—rising to 40% by 1990. National Resource Lands now supply 20% of recreation; this will increase to 50% as more private land is shifted to residential use.



Water quantity is no problem now—but quality could suffer from new intensive recreation uses.

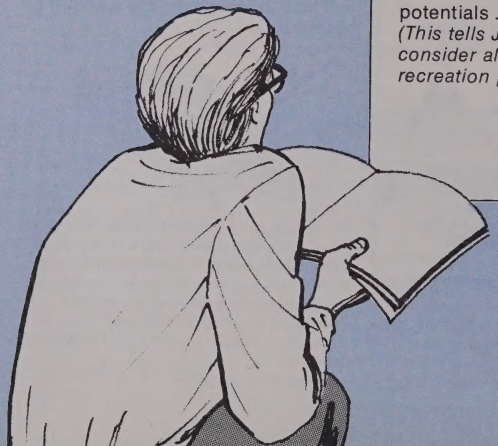


Demands for a primitive area have been greatly increasing—much interagency planning is going on, communities are now small and want to grow. Needed are ways to increase recreation without damaging existing timber and mineral industries. Water quality standards have been set.

What programs can I consider?

Joe needs to look at his program activity guidance statements, to see what national goals are involved in setting local priorities . . .

RECREATION	TIMBER	WATERSHED
" . . . Provide for a variety and supply of quality outdoor recreation uses on the public lands commensurate with public needs and resource potentials . . . " *(This tells Joe to consider all recreation potentials.)*	" . . . To the extent that benefits exceed costs, increase timber production from BLM-administered lands on a sustained yield basis to help meet increasing . . . requirements . . . " *(This tells Joe that Area A qualifies; Area B is marginal now.)*	" . . . Protect watershed from further deterioration . . . manage or invest in watersheds to meet identified needs, when benefits exceed costs . . . " *(This tells Joe to look carefully at the watersheds.)*



These goals and policies are only a few of the many that Joe actually has to consider.

Joe doesn't want to overlook some general standards that affect resource management on all BLM-administered lands.

What general standards must I consider?

ENVIRONMENTAL PROTECTION

". . . Decisions must be consistent with Federal or State water quality standards . . . "

". . Open space, natural beauty, clean air, clean water . . . potentials must be fully considered . . . "

PROTECTION FROM HAZARD

". . . Eliminate identified hazards . . . provide for safety factors in new programs . . . "

What does the State Director say?

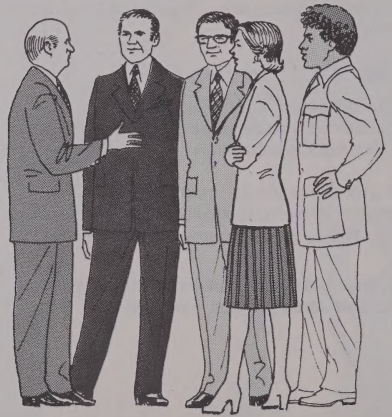
Joe also looks for guidance in his State Office Supplemental Guidance, to see what the State Director wants for State-District Coordination.

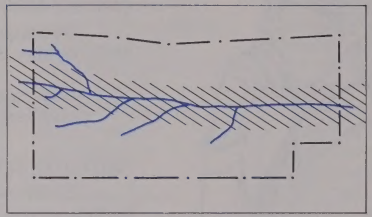
". . . Principal objectives are to encourage healthy, long-term community growth, to meet rapidly increasing recreation needs, and to preserve environmental values . . . "

These standards and guidance statements illustrate only a few of those that Joe actually must consider.

What would be the best use for each resource, to meet future community, regional, and national needs?

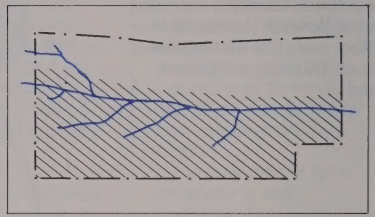
Joe reviews again, in general terms, the best plan for each resource considered independently of the others. He is now considering resource program possibilities, along with community needs, guidance statements, program standards, State Director guidance, and public group suggestions.





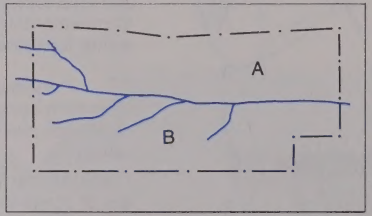
RECREATION—DEVELOPMENT

Manage for full recreation use, with a ½-mile buffer zone.



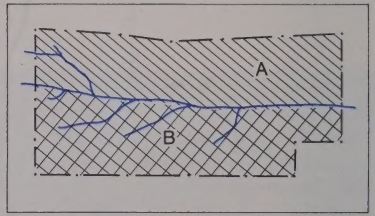
RECREATION—PRIMITIVE

Manage as a primitive area with trail kept in undeveloped condition.



TIMBER

Manage timber intensively for maximum possible production in Area A.

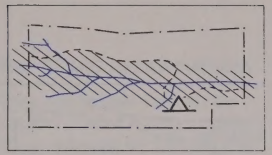


WATERSHED

Establish strict precautions to minimize erosion in Area A, allow no surface disturbance in Area B.

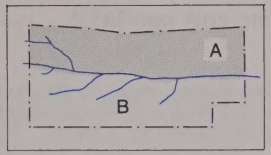
What are the conflicts?

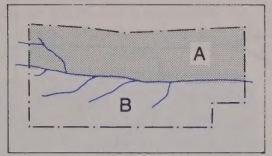
Joe sees that he cannot have his cake and eat it too! He must look closely at the conflicts which would come if each resource were fully developed.



RECREATION
DEVELOPMENT vs. TIMBER

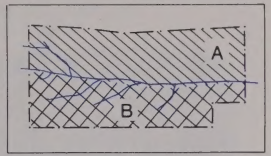
Keeping a full buffer zone would cut timber production in half.

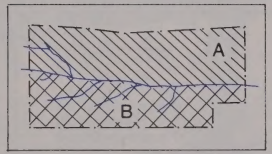




TIMBER vs. WATERSHED

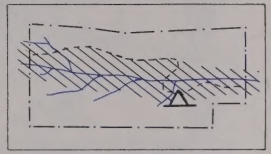
Normal logging practices would cause heavy erosion in Area A. Any logging in Area B would cause severe erosion.

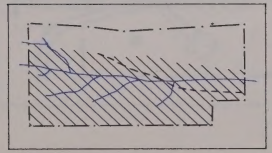




WATERSHED vs. RECREATION
DEVELOPMENT

Campground in Area B would cause erosion problems with heavy use. Heavy recreation use will cause water quality problem in Trout Creek.



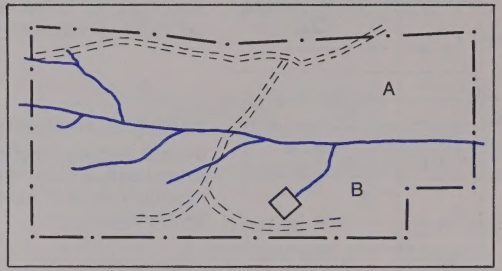


RECREATION
PRIMITIVE

Designation as a primitive area would result in a direct conflict with recreation development and all other proposed resource uses except watershed.

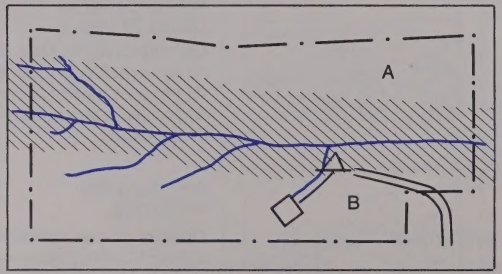
These are not the only conflicts!

The support needs for the development of the Resource Recommendations are also involved in conflicts.



TIMBER—SUPPORT

Timber support needs were identified as: a road network through Areas A and B, and a reservoir in Area B for fire protection and road watering. Both of these proposed support projects would be in direct conflict with watershed, recreation-primitive, and recreation development.



RECREATION—DEVELOPMENT

Recreation development support needs were identified as an access road to the proposed campground, and a spring development and pipeline for a campground water supply. Both of these proposed projects would be in direct conflict with recreation-primitive, watershed, and timber.

How can the conflicts be resolved?

Joe has found that both timber and recreation are important to the community.

His staff, after looking at the Land Use Decision criteria and the State Office Supplemental Guidance, have analyzed all of the potential conflicts. They recommend a number of possible ways to resolve some of the conflicts, without losing a great deal of the resource values involved.

THE STAFF RECOMMENDS:

That the timber harvest be limited to Area A with a buffer zone reduced by 20% on the north side of Trout Creek so as to allow an increased harvest of 80% of the full potential increase.

To develop the recreation trail, but eliminate the proposed campground and the access road and water pipeline system. This would allow 10% of the potential for camping, but would allow use up to 70% of the potential for hunting, fishing, and hiking.

To allow only cable logging in the west ½ of Area A so as to reduce road construction and protect the watershed enough to maintain water quality.

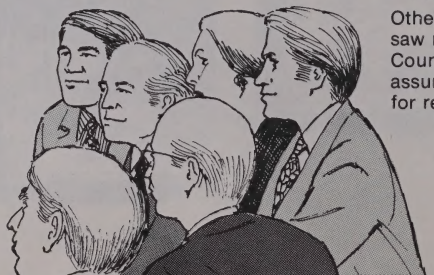
Analysis of the Recreation Primitive Recommendation revealed no possible compromise, because preservation as a primitive area is incompatible with all of the other uses.

What does the public think?

Before Joe makes a final decision, he again asks the public for help, but this time he goes to general public meetings to obtain a broad range of public discussion.

People in the community generally agreed with possible uses for the Bear Pasture Unit, and many thought that the proposals were acceptable solutions to the conflicts.

The Chamber of Commerce revealed plans for Guide and Packing Services up Trout Creek with a take-off point at the proposed campground. They strongly recommended development of the campground, access road, and pack trail, as they considered them to be very important to the local economy.



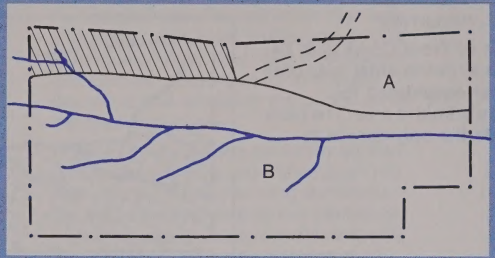
Representatives of several local and national environmental and recreation groups strongly opposed any development south of the originally proposed buffer strip. They stated that this is the last possible site for a wilderness area in the northern part of the state.

Fish and Game, Public Health Department, and Soil Conservation authorities all endorsed erosion control plans. Some timber operators opposed any restrictions, but agreed that more intensive management of timber would supply their needs from a smaller area.

Other Federal, State, and local officials saw no conflicts with their plans. The County's development plan already assumes Trout Creek will be managed for recreation.

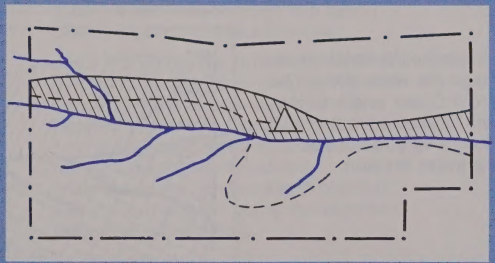
What did Joe decide?

Joe still has some problems to resolve. With the help of his staff, he analyzes the public comments to see if any better solutions can be found. Some compromises can be made, and Joe finally makes his decisions.



TIMBER

Logging will be limited to Area A with a reduced buffer zone, and with the west one-half of the area to be cable-logged.



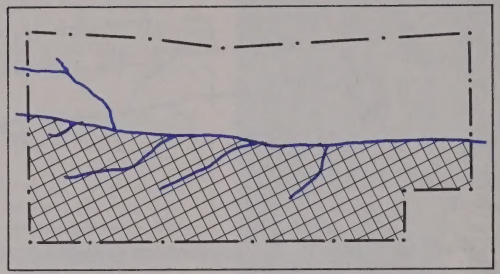
RECREATION—DEVELOPMENT

The campground will be built on the north side of the creek where access can be provided by upgrading the logging road. Water for the campground and fire protection can be developed by drilling a well.

He also decided that . . .

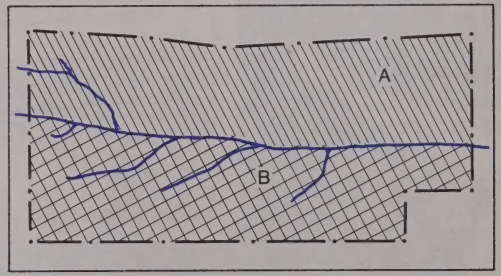
RECREATION—PRIMITIVE

The area south of Trout Creek is to be protected from all detrimental uses until it can be further considered for designation as a primitive area. The pack trail will provide the only access to the area.

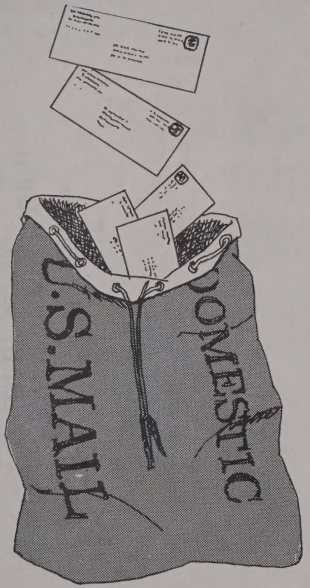


WATERSHED

Area B will be protected from all uses that could damage the watershed. The pack trail up Trout Creek and into the primitive area will be allowed, but it must be constructed with very restrictive stipulations to prevent erosion.



Joe had one more thing to do . . .

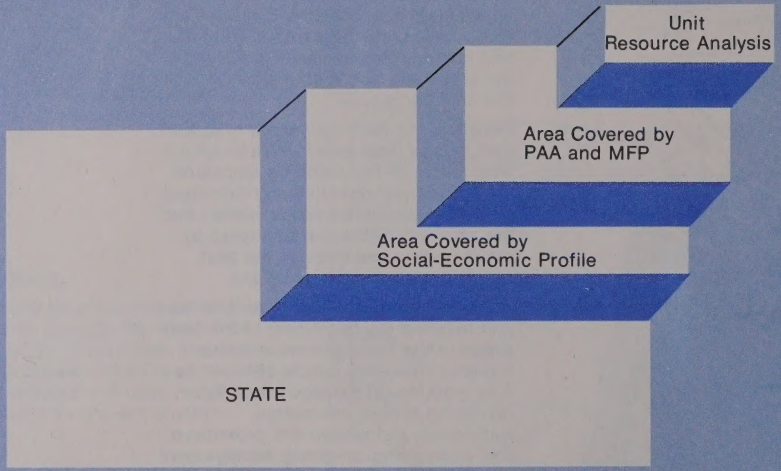


Part of his Public Participation Plan was a final feedback to let public groups and individuals know how their information and comments were used in making decisions and to inform the public as to the final decision.

People at the meeting generally agreed that Joe had been faced with a tough job and, although the planning decisions did not completely satisfy any individual, their interests had been considered, and the planning decisions attempted to satisfy most uses through the best possible compromise solutions.

Joe's job, of course, is not over—he has just reached the beginning of the next phase in the management of these National Resource Lands. His staff is now working on detailed plans for managing timber, recreation, watershed, and wilderness protection, and conducting on-going management programs accordingly.

Relationships of Geographic Areas considered in the planning process



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